



AGENDA

Phone: 541-682-5481
www.eugene-or.gov/pc

Meeting Location:
Sloat Room—Atrium Building
99 W. 10th Avenue
Eugene, OR 97401

The Eugene Planning Commission welcomes your interest in these agenda items. Feel free to come and go as you please at any of the meetings. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hour notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hour notice. To arrange for these services, contact the Planning Division at 541-682-5675.

MONDAY, AUGUST 8, 2016 – REGULAR MEETING (11:30 a.m.)

11:30 a.m. I. PUBLIC COMMENT

The Planning Commission reserves 10 minutes at the beginning of this meeting for public comment. The public may comment on any matter, **except for items scheduled for public hearing or public hearing items for which the record has already closed.** Generally, the time limit for public comment is three minutes; however, the Planning Commission reserves the option to reduce the time allowed each speaker based on the number of people requesting to speak.

11:40 a.m. II. Planning Commission Elections

Lead Staff: Robin Hostick, 541-682-5507
robin.a.hostick@ci.eugene.or.us

12:00 p.m. III. Work Session: Envision Eugene

Lead Staff: Terri Harding, 541-682-5635
terri.l.harding@ci.eugene.or.us

1:00 p.m. IV. ITEMS FROM COMMISSION AND STAFF

- A. Other Items from Commission
- B. Other Items from Staff
- C. Learning: How are we doing?

Commissioners: Steven Baker; John Barofsky; John Jaworski (Chair); Jeffrey Mills; Brianna Nicoletto; William Randall; Kristen Taylor (Vice Chair)

AGENDA ITEM SUMMARY
August 8, 2016

To: Eugene Planning Commission

From: Terri Harding, City of Eugene Planning Division

Subject: Envision Eugene UGB Adoption, Housing Strategies, and Public Engagement

ISSUE STATEMENT

Bringing together over five years of community input, research and analysis, public meetings and revisions, the City of Eugene is preparing to adopt a new urban growth boundary (UGB). The newest pieces of the plan include a Eugene-only UGB boundary line, draft comprehensive plan policies to guide growth in Eugene, and options for accommodating our needed multi-family housing over the next 20 years.

At this work session, the Planning Commission will have the opportunity to learn about and discuss the latest information, including the City Council's direction for which housing strategies to move forward for further work, public review and comment.

The Planning Commission will also have the opportunity to discuss and comment on the proposed public engagement plan for getting community feedback on the housing strategies.

BACKGROUND

The Eugene City Council discussed Envision Eugene and passed two motions at their July 20th work session.

The key topics for discussion were the UGB, multi-family housing options, and public engagement. These topics are summarized below, along with direction provided by the City Council to move forward with further work and public outreach on the Tier 1, Tier 2 and corridor strategies, and to proceed with the public engagement plan. The webcast is available [here](#).

Housing Need and the UGB

Many decisions about how to manage expected population and job growth have already been made (a timeline of Envision Eugene decisions is included in **Attachment A**). Determining how Eugene will accommodate our multi-family housing needs is one of the final choices before we can adopt a new UGB for Eugene. Oregon law requires all cities to explain how enough homes and jobs for 20 years of population growth can happen inside a new UGB before it can be adopted. We can fit all of our low density (e.g. single family homes), and all but about 1,600 of our medium and high density (e.g. multifamily homes), on existing vacant and partially vacant land around the city.

Our initial strategy for accommodating the final 1,600 multi-family homes was to increase

redevelopment near corridors through area planning (community visioning, zoning code to match the vision, and development incentives to build it). The South Willamette Special Area Zone work was a pilot test of the area planning strategy. Community and City Council discussions regarding zoning and livability in the South Willamette area raised concerns about implementing the area planning strategy, both in South Willamette and city wide. For this reason, and because Eugene needs to have all of our programs and tools for accommodating needed housing in place *before or at the same time* the UGB is adopted, we need to decide on a *different* way to ensure we have enough land for multifamily homes in order to adopt our new UGB.

Multifamily Housing Options

There are several workable options to choose from. City staff, consultants, and the Envision Eugene Technical Resource Group (or TRG, volunteers who review and vet the accuracy of staff's work) have studied a wide range of strategies. They reviewed whether or not the strategy can solve the problem *and* meet the intent of decisions the City Council has already made. Many of the strategies have already been discussed over the course of the Envision Eugene project, such as rezoning, UGB expansion, public investments and development incentives. The full list of potential strategies is included as **Attachment B**.

The strategies address both *high density* housing and *medium density* housing. State law requires cities to show how they will meet the need for homes in each of these categories. The staff team and TRG found that the high density housing need – about 1,000 homes - can be met by using tools the City Council has already put in place, such as development incentives, with a focus on the downtown area.

That leaves the choice of how to find space for our *medium density* housing. About 600 medium density homes over 20 years, or about 30 homes per year across the whole city, still need to be accommodated. That equals about 4% of our total housing need for the next 20 years (the other 96% is already taken care of by previous City Council decisions).

The list of options in Attachment B is meant to be as complete as possible. Some options, however, rise to the top for a variety of reasons including previous Council direction, State law requirements, and potential compatibility with neighborhoods across the city. Based on our preliminary review, staff recommended that three 'tier one' strategies be the focus of further study and public review. These 'tier one' options have the potential to take care of our remaining housing need while supporting the City Council's previous decisions as much as possible. The first is the downtown redevelopment strategy for **high density homes**, and the second and third strategies are two options for accommodating **medium density homes**, as described below and in **Attachment C**.

Both medium density housing options below would effectively raise the density of new development in medium-density zones above what we would otherwise expect to see. Increased density is the result of any action that fits more housing inside the existing UGB. We assume exceptions would be made to either option below to exempt small lots in established neighborhoods from meeting these new requirements.

MEDIUM DENSITY HOUSING OPTIONS - Remaining 600 Homes

OPTION A: Amend our zoning code to preserve land in multi-family zones for *only attached housing types*.

Currently, single family homes are sometimes built on land zoned for multi-family use. Our code currently allows this. This amendment would change our code to allow only attached housing types on land *already zoned*¹ for multi-family use. *This would not re-zone any more land for multi-family use, or increase the allowable density.* The type of housing expected would be the same as what we have historically seen on those zones, except single family would no longer be allowed. By doing so, the expected, average density of new development in those zones would rise from about 13.4 to 16.3 homes per acre. These numbers are preliminary estimates and will change depending on how the Council chooses to craft the code.

OPTION B: Amend our zoning code to require a *higher minimum density* in the R-2 zone.

Currently, our allowed density range in our medium density (R-2) zone is 10-28 homes per net acre. This option would change our minimum allowable density in the R-2 zone to about 13 or 14 homes per net acre, according to preliminary estimates. Single family homes would still be allowed in the medium density residential zone, as they are currently, however the minimum density of any new project in the R-2 zone would need to be higher. There are examples of single family home projects in Eugene that already meet this minimum.

The City Council voted during their July 20th work session to forward all three Tier One strategies (high density redevelopment in downtown, and both Options A and B for medium density housing) for further work and public comment. In addition, the Council added the corridor density option below:

Increase density along key corridors

Focusing development along key corridors is a core theme of Envision Eugene. To achieve more housing than we're already seeing, we must take some action to show that more development is likely to occur. That means that implementing measures must be adopted along with the UGB itself to demonstrate capacity for the remaining multi-family homes. For example, the Council could choose to extend the Multiple Unit Property Tax Exemption (MUPTE) boundary along one or more key corridors as an efficiency strategy supported by technical and financial feasibility analysis.

The Council voted to have staff seek public comments on the above options, and also to seek comments on the Tier 2 strategies outlined in Attachment C. Staff is preparing the outreach materials, which include an information sheet on the options, a video, and a questionnaire.

¹ Some properties in our medium density land supply are not zoned to match the Metro Plan designation of Medium Density Residential. Analysis is underway to show the lots planned for MDR use but that have a different zoning in place currently. Small lots (under half an acre) are proposed to be exempt from new code regulations, regardless of any plan/zone conflicts.

Public Engagement Approach

Public engagement has been a cornerstone of the Envision Eugene process. Public outreach efforts made for Envision Eugene to-date are listed in **Attachment D**.

We firmly believe that an informed and involved public is essential to making good decisions, and we take great care to provide the public with good, accurate information and convenient ways to give input on important decisions. Our goal is to achieve meaningful, effective engagement, where the public has had ample opportunity to weigh in before decisions are made. The Planning Commission and its Public Involvement subcommittee are crucial means of involving the public in growth management decisions that affect everyone. To that end, we have proposed a public engagement plan for this final phase of the UGB adoption work (**Attachment F**). The Planning Commission Public Involvement Subcommittee reviewed this plan on July 11, and staff incorporated their suggestions.

At the work session, the City Council voted to approve the public engagement plan with two additional suggestions, including attending an additional event and advertising engagement opportunities through Eugene Area Radio Stations (EARS).

The Planning Commission is encouraged to participate in public events as each Commissioner's availability allows. The Public Involvement subcommittee will continue to meet, and we will bring information to the full Commission as the public engagement plan is implemented. Staff will include the Planning Commission when results of the public engagement are summarized for the City Council in early October.

NEXT STEPS

A timeline of future public meetings and events for adopting our UGB is included in **Attachment E**. Additional information is available on the Envision Eugene website at www.EnvisionEugene.org.

ATTACHMENTS

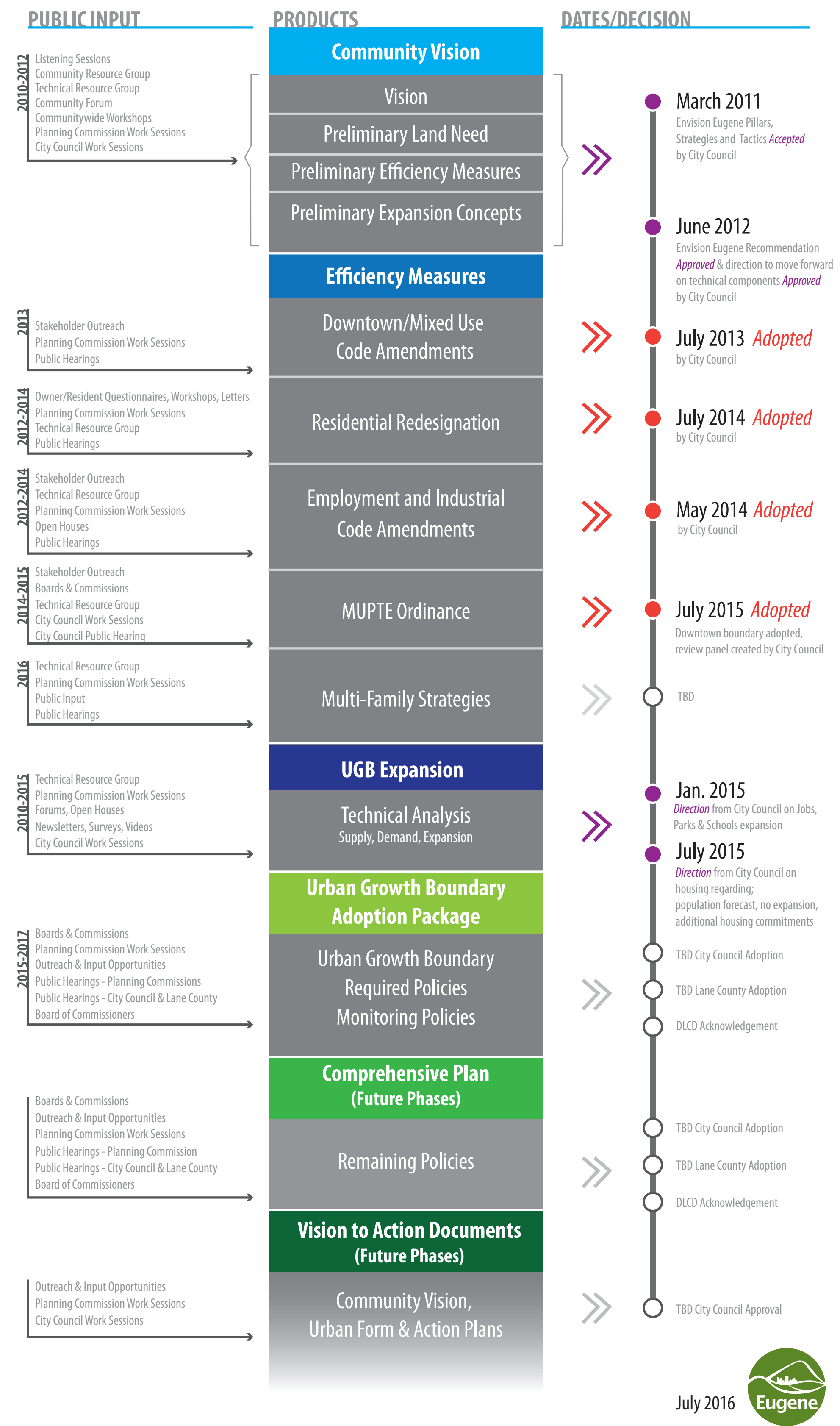
- A. Envision Eugene Decision Process Diagram
- B. Multi-family Housing Options List
- C. Multi-family Housing Options – Council-directed Tiered List
- D. Envision Eugene Outreach Summary 2010-2016
- E. Envision Eugene UGB Adoption Timeline 2016-2017
- F. Proposed Public Engagement Plan Summer/Fall 2016

FOR MORE INFORMATION

Contact Terri Harding at 541-682-5635, terri.l.harding@ci.eugene.or.us
Or Heather O'Donnell at 541-682-5488, heather.m.o'donnell@ci.eugene.or.us

envision

EUGENE DECISION PROCESS



Multi-family Housing Options

This list includes a range of options regarding strategies to provide space for the remaining multi-family homes. They are categorized by actions to adjust our general assumptions of housing development trends, actions that would make our land develop more efficiently in the future, or actions to expand the urban growth boundary for multi-family housing.

Current deficit: Medium Density Residential (MDR) land: 614 homes High Density Residential (HDR) land: 1,003 homes

Multi-family assumptions	Code or plan amendments efficiency strategies	Incentives efficiency strategies	UGB strategies
<ul style="list-style-type: none"> Persons per household (the number of persons assumed per new household) Mix (The mix of new housing types, i.e. housing mix) Housing allocation (the amount of each new housing type that is allocated to each plan designation) Density (the number of new homes that are assumed to be built per acre of land) Others? 	<ul style="list-style-type: none"> Re-designate ~54 acres to MDR Re-designate ~47 acres to HDR Increase minimum density requirement Code amendment to preserve MDR for attached multi-family housing types Create a transition zone that promotes attached housing types Reduce the minimum lot size requirement for duplexes Reduce development standards, e.g. parking minimums Require minimum number of homes if building residential in Commercial 	<ul style="list-style-type: none"> Reduce permit fees (SDCs or other fees) for certain densities, housing types or in certain locations Other incentives for certain densities, housing types or in certain locations HDR Downtown redevelopment strategy (financial incentives, project coordination, permit facilitation, EWEB code/park/infrastructure) Adopt MUPTE in more areas Adopt tax increment financing in more districts 	<ul style="list-style-type: none"> Expand for 614 MDR homes Expand for 1,003 HDR homes

Strategies not included because they may not increase capacity in Eugene: transfer of development rights, increase maximum densities

Multi-family Housing Options

Potential Multi-family Housing Strategies per City Council Direction on July 20, 2016	Impact on deficit	Technical Feasibility
Tier 1 - more in-depth analysis:		
<ul style="list-style-type: none"> • High Density Residential (HDR) Downtown Redevelopment Strategy (financial development incentives, project coordination, permit facilitation, EWEB code/park/infrastructure) 	High	High
<ul style="list-style-type: none"> • OPTION A for Medium Density Housing: Amend the zoning code to preserve Medium Density Residential (MDR) land for attached housing types only 	High	High
<ul style="list-style-type: none"> • OPTION B for Medium Density Housing: Amend the zoning code to require single-family detached developments on MDR land to achieve a higher density 	High	High
Strategy added by City Council		
<ul style="list-style-type: none"> • Increase density along key transportation corridors and in core commercial areas (for example, with financial development incentives such as the Multiple Unit Property Tax Exemption) 	High	Not determined
Tier 2 - analyzed but low technical feasibility:		
<ul style="list-style-type: none"> • Re-designate land from one category to another a multi-family or commercial category that can accommodate the unmet need 	Not determined	Low
<ul style="list-style-type: none"> • Increase the minimum density required in the zoning code 	High	Low
<ul style="list-style-type: none"> • Expand the UGB to accommodate the unmet need 	High	Low
<ul style="list-style-type: none"> • Adjust a “baseline” multi-family assumption that impacts how much housing demand or housing capacity we are assuming for the future <ul style="list-style-type: none"> ○ Number of persons per household in each new home ○ The mix of new housing types (i.e. single-family vs. multi-family) ○ The amount of each housing type that is allocated to each type of land use designation ○ Density of new housing (number of homes per acre of land) 	High	Low

Envision Eugene

Summary of Public Engagement 2010-2016



In addition to the events and opportunities summarized below, on-going outreach and engagement included website updates, social media updates, videos of project events and neighborhood outreach, co-sponsoring relevant national speakers, and various media outreach and coverage (radio, City Club on radio, TV, newspapers).

Community Vision & Draft Recommendation

2010

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (6)
Feb.-March	Community listening sessions (over 200 people individually or in groups)
April	UGB-wide postcard mailed for Envision Eugene kick-off
May 4 & 26	Envision Eugene kick-off work shop meetings
June	Student art project on Envision Eugene
June 2-4	Community Resource Group workshop
June 23	Public Workshop
July 22	Community Resource Group meeting
August 10	Community Resource Group meeting
Sept. 14	Community Resource Group meeting
Sept. 29	Community Resource Group redevelopment tour
Oct. 12	Community Resource Group meeting
Oct. 28	Public open house and map room
Nov. 3	Community Resource Group meeting
Nov. 16	Community Resource Group meeting
Dec. 13 & 14	Community Resource Group meeting

2011

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (18)
Jan.-Nov.	Technical Resource Group meetings (24)
Jan. 13	Community Resource Group meeting
Jan. 20	Community Resource Group meeting
Jan. 25	Community Resource Group meeting
Feb. 1	Community Resource Group meeting
Feb. 3	Open house
Feb. 10	Open house
Feb. 22	Public Hearing on 2011 draft proposal
Feb.-March	Survey – 2011 draft proposal
March 20	Community Resource Group meeting
April 4	Public work shop
April 25	Public Hearing, City Council – 2011 draft proposal
June 11	Letter- initial contact to potential Residential Re-designation areas
July 6	Open house
Aug. 3	Open house

Sept. 7	Open house
Oct. 18	Property owner drop-in session
Nov.-Jan.	On-line open house
Nov. 14	Open House
Dec. 6	Open House

Draft Recommendation, Efficiency Measures, UGB Expansion/Land Capacity

2012

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (5)
Jan.-May	Technical Resource Group meetings (14)
Jan.-Nov.	Workshops (4) – Residential Re-designation/ Crow Road
March 20	Community Resource Group meeting
March 20	Community Forum - 2012 Draft Recommendation (Bethel)
April 2	Community Forum - 2012 Draft Recommendation (Churchill)
April 5	Community Forum - 2012 Draft Recommendation (Downtown)
April 10	Community Forum - 2012 Draft Recommendation (Sheldon)
April 12	Community Forum - 2012 Draft Recommendation (South Eugene)
April 17	Community Forum - 2012 Draft Recommendation (River Road)
April-May	Survey - 2012 Draft Recommendation
May 14	Public Hearing, City Council – 2012 Draft Recommendation
July-Oct	Letters, questionnaires – Residential Re-designation
Oct. 21	Letter - Employment & Industrial Code Amendments
Dec. 12	Open house - Employment & Industrial Code Amendments

2013

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (11)
April-Dec.	Technical Resource Group meetings (5)
	Stakeholder outreach - Downtown/Mixed Use Code Amendments
Feb. 15	Letter - Employment & Industrial Code Amendments (I-1 areas)
March 4	Open house - Employment & Industrial Code Amendments (I-1 areas)
May 14	Public hearing, Planning Commission - Downtown/Mixed Use Code Amendments
June-Aug	Letters - Residential Re-designation
June 27 & 28	Meetings – Residential Re-designation (Rest-Haven)
July 15	Public hearing, City Council - Downtown/Mixed Use Code Amendments
Nov. 19	Public hearing, Planning Commission - Residential Re-designation
Nov. 5	Public hearing, Planning Commission - Employment & Industrial Code Amendments

2014

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (7)
Jan.-Dec.	Technical Resource Group meetings (17)
Jan.	On-line survey - UGB recommendation
Jan. 13	Open house - UGB recommendation

Feb. 19	Open house - revised housing recommendation
May 5	Implementation Resource Group meeting
	Stakeholder outreach – MUPTE (2013-2014)
June 3	Public hearing, City Council & Board of Commissioners- Residential Re-designation
July 5	Implementation Resource Group meeting
April 21	Public hearing, Planning Commission- Employment & Industrial Code Amendments
Nov. 3	Implementation Resource Group meeting
Nov. 14	Public Hearing, City Council - MUPTE downtown boundary
Nov. 14	Meeting- UGB expansion (Bailey Hill)
Nov. 19	Meeting- UGB expansion (Crest-Chambers)
Nov. 20	Meeting- UGB expansion (Bloomberg-McVay)

UGB Expansion/Land Capacity, UGB Adoption Package, Multi-family Housing Strategies

2015

	EE newsletters sent to interested parties list
	Presentations to various groups and stakeholders (9)
Jan.-Dec.	Technical Resource Group meetings (10)
March 31	Community Resource Group meeting
June 24	Meeting – UGB expansion (Clear Lake)
June 15	Public Hearing, City Council - MUPTE downtown boundary
	Ad hoc advisory group meetings - UGB expansion (Clear Lake overlay zone)
Dec. 1	Letter – UGB expansion (Clear Lake overlay zone)

2016 to date

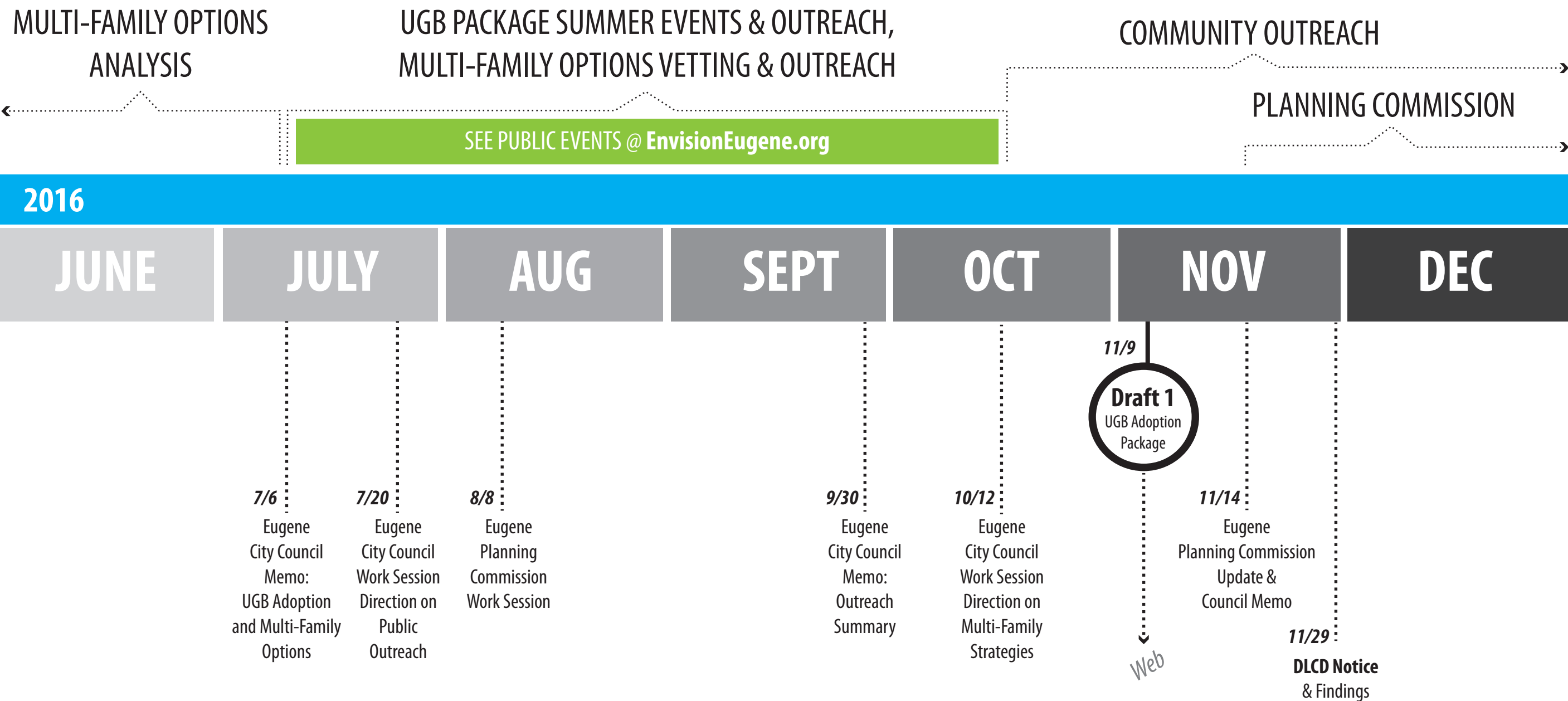
	EE newsletters sent to interested parties list
Feb.	Technical Resource Group meetings (2)
May	Meetings- with sounding board of neighborhood representatives – UGB adoption

** This is a summary of the major events, presentations, and Q & A opportunities. It may not be fully exhaustive. Not included on this list are numerous updates to about 600 interested parties by email newsletter, neighborhood or other newsletter articles, individual meetings, online information updates and personal contacts.*

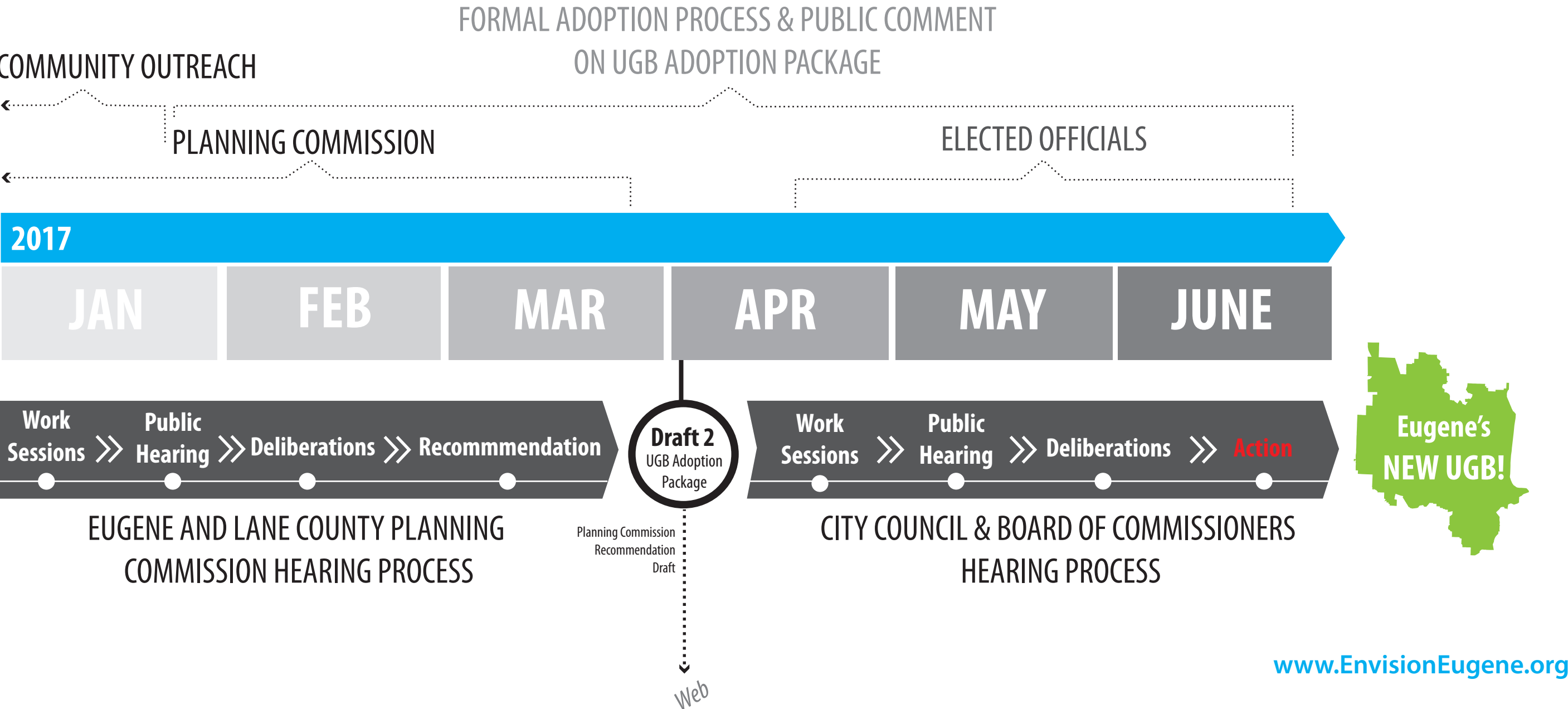
This summary also does not include the numerous work sessions and updates provided to boards and commissions, including; City Council, Planning Commission, Sustainability Commission, Housing Policy Board, Historic Review Board, Human Rights Commission, Toxics Board, Bicycle and Pedestrian Advisory Committee and the Lane County Board of Commissioners and Lane County Planning Commission.

Envision Eugene UGB Adoption Package Timeline

2016



2017



Draft Public Engagement Plan for UGB Adoption Package & Multi-family Housing Strategies Summer/Fall 2016

Goals

- Daylight the full range of public issues and concerns in time to discuss them and craft a well-balanced Envision Eugene urban growth boundary (UGB) adoption package (Draft 1) for the formal adoption process
- Provide community members ample and convenient opportunities to learn about the UGB adoption package and how to provide feedback
- Obtain community members' feedback on how well the adoption package reflects 5 years' worth of community input and issues identified throughout the Envision Eugene process, including the seven pillars
- Obtain community members' input and feedback on how well the multi-family housing strategies meet the community's needs
- Ensure interested community members have the information they need, and convenient ways to share this information with others
- Incorporate community feedback into the draft adoption package to gain broad community support to the greatest degree possible going into the adoption phase

Timing	Engagement Activity
On-going	EE newsletter- Weekly focus on one or more pieces of the UGB Adoption Package (~600 Email addresses)
On-going	Social media- Facebook and twitter posts of events, EE newsletter links, relevant information
On-going	Comment log- to track and share all public comments
July	Videos – post and share short videos on topics such as multi-family housing and UGB expansion areas
July	Website- updated with key pieces* of UGB adoption package and housing strategies, questionnaire, and other information as needed
July	Print and TV media contacts (Focus- UGB adoption and multi-family strategies)
July-Sept.	Newspaper, Radio and website advertisements
	EE Booth, game, handouts at city-wide events (Focus- project awareness, how to learn more)
	— Party in the Park in 4 neighborhoods: 7/14, 7/19, 8/9, 8/16
	— Sunday Streets in 2 neighborhoods: 7/31, 9/25
	— Bethel Family Fun Night: 8/11
	— First Friday Downtown: 8/5, 9/2
July-Sept.	Check-ins with interested community members and groups, present at neighborhood and other existing group meetings as requested; work with partners to spread information
July-Sept.	Check-ins with people and groups potentially affected by tier one and/or Council-identified multi-family housing strategies: neighborhood groups, homebuilders, Chamber of Commerce, Boards and Commissions, other interested parties
Aug.-Sept.	Clear Lake/Bethel expansion area owners and interested parties letters and meetings
Aug.-Sept.	Santa Clara expansion area nearby residents and interested parties letters and meetings

Sept.	Open drop-in sessions, Atrium Building (Focus on key pieces of the UGB adoption package, Planners available for specific questions)
Aug.	Planning Commission work session; overview and themes of input received and logged, public and Commission input on housing strategies
Sept/Oct.	City Council work session; overview and themes of input received and logged, Council decision on multifamily housing strategies
Nov.	<i>All</i> pieces of UGB adoption package (including the <i>key pieces</i> * described below, plus Council-identified housing strategies, technical appendices, and findings) on web
Nov.	Updates as above; through EE newsletter, website, social media, print and TV media contacts
Nov.	Open drop-in session, Atrium Building (Focus- UGB adoption package; Planners available for specific questions)
Nov.	Planning Commission work session; public comment and update on full UGB adoption package
Nov.	<i>Publication of Draft 1 of the UGB adoption package</i>

*****Meetings or other outreach and engagement activities will be added to the above list as needed. Any interested person can request a meeting, and we will work to adjust our engagement strategies to respond to how well they are working. Public comment opportunities will continue throughout all phases of the UGB adoption process.

Measures

A well-informed public is the cornerstone of good decision making. At the same time, participation is voluntary. While no amount of outreach can inform and involve our community as much as we'd like, we can learn and improve by measuring our efforts and adapting our approach. As part of the outreach plan, staff will be tracking information such as media coverage, summer event intercept interviews, website hits, video views, completed questionnaires, stakeholder meetings, and the e-newsletter open rate. We will also seek feedback on how we are doing with community engagement. This information will be provided to the Planning Commission and City Council.

* The *key pieces* of the UGB adoption package are: the Eugene specific UGB location, the expansion areas and Clear Lake Overlay Zone, Envision Eugene comprehensive plan policies, multi-family housing options, and the growth monitoring program.